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ABSTRACT

A study of the administration of two European universities, the University of Dijon in France and the University of Munster in Germany, was undertaken. Objectives were as follows: (1) to study the relationship between the individual university and the national or state authorities for higher education; (2) to acquire a special knowledge of the organization of, and methods used by, the administration of the colleges; and (3) to compare the procedures being adopted during a period of financial stringency with those practiced by the 10 universities served by the North Eastern Universities Organization and Methods Unit. It was found that the university systems in France and Germany are more highly centralized than in the United Kingdom, and the relationship between the state and universities is detailed in law. There are great similarities between the pattern of university administration in the three countries, although the detailed procedures vary considerably. Information is presented on the following aspects of the University of Dijon and the University of Munster: academic matters, pattern of courses, finance, accounting methods, staff and student numbers by field of study, organizational structure, staffing procedures for academic staff and administrative staff, the budget, student characteristics, and other areas. (SW)

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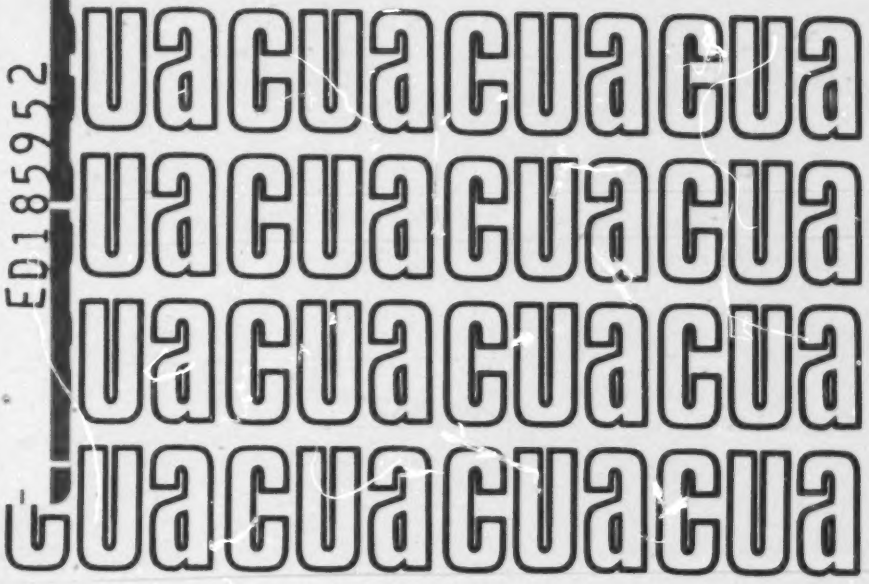

Two European Universities

A report on visits to study the Administration of the University of Dijon and the University of Münster

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Two European Universities:

A report on visits to study the administrations of the University of Dijon and the University of Münster.

by A J Dale M.A., B.Litt.

Tony Dale is Director of the North Eastern Universities Organisation & Methods Unit, which is based at King's Manor, York and works for the ten Universities of Bradford, Durham, Hull, Leeds, Leicester, Loughborough, Newcastle, Nottingham, Sheffield and York. The purpose of the Unit, which is financed jointly by the member Universities, is to study and advise on matters of university management or administration referred to it, and in association with the member Universities to encourage the best possible management practices.

The Conference of University Administrators was established in 1973 with the broad aims of communicating information, promoting the profession, keeping a watching brief on the interests of university administrators with regard to training, and to provide a channel of communication with the Association of University Teachers on matters of salary and conditions of service. There are currently about 1300 members in some 200 university institutions in the United Kingdom and Ireland.

Further copies of this Paper may be obtained from the Financial Secretary of CUA, who is at present Mr P J Hodges, Assistant Secretary, University College of Swansea, Singleton Park, Swansea SA2 8PP. Cheques should be made payable to "Conference of University Administrators".

Introduction

1 This paper presents a study of the administration of two European universities, one in France and one in Germany. The visits on which the accounts are based were financed by a grant from the Commission of the European Communities, and this report was originally prepared for the Commission.

It was learned through CUA that the Commission was offering grants for short study visits by teaching and administrative staff. The visits were to last between four and six weeks, preferably to more than one EEC country.

As the North Eastern Universities O & M Unit had already built up extensive contacts with Commonwealth universities (which included a study by the Director in 1971 of the organisation of the administration of a New Zealand university), and as the Management Committee had expressed a desire that the Unit should familiarise itself with university administration in Europe, this came as a most welcome opportunity.

A very brief visit had already been made to the University of Dijon, and links had been established with the University of Münster by the York branch of the Goethe Institute. (Both Dijon and Münster are cities twinned with York). As the administration at each university was willing to receive a visit, a grant was applied for, and that application was successful.

The main purposes of the visits were as follows:

(a) to study the relationship between the individual university and the national or state authorities for higher education;

(b) to acquire a special knowledge of the organisation of, and methods used by the administration of a French and a German University;

(c) to compare the procedures being adopted during a period of financial stringency with those practised by the ten universities served by the O & M Unit.

University of Dijon: 17-28 April 1978

Relationship with the State

2 Higher education in France is the responsibility of the *Secrétariat d'Etat aux Universités*, a ministerial department created in 1974 and separate from the Ministry of Education. The framework within which universities operate is provided by the *Loi d'orientation* (Enabling Act) of November 1968 which was passed in the wake of the student unrest in May of that year. It is interesting to note that the Secretary of State chairs the meetings of the Conference of University *Présidents*, or Vice-Chancellors.

Academic matters

3 French universities can award either *diplômes nationaux* (state degrees) or *diplômes d'université* (their own diplomas) (for the dangers inherent in the translation of technical terms, see para. 133). The content of courses leading to state degrees has to be approved by the *Secrétariat d'Etat* – the procedure is known as *habilitation* (validation). This is by no means an automatic formality. A paper on second cycle (see para. 4) validation in 1976/77 shows that of 709 courses submitted, 435 or 61% were accepted. Amongst the reasons given for the refusal of validation were the poor employment prospects for those who would have followed the course. Validation can be for one, two or several years.

Pattern of courses

4 The normal pattern of courses at French universities consists of three "cycles":

1st cycle of two years, leading to DEUG – *diplôme d'études universitaires générales* (diploma of general university studies);

2nd cycle of two years, leading to the *licence* or the *maîtrise* with the *licence* normally being awarded at the end of the third year and the *maîtrise* at the end of the fourth;

3rd cycle of a varying number of years, leading to such further qualifications as DEA – *diplôme d'études approfondies* (diploma of advanced study), DESS – *diplôme d'études supérieures spécialisées* (diploma of specialised higher study), or university or state doctorate.

The nature of the examinations associated with each level of study is prescribed centrally. They consist of both written and oral papers, and continuous assessment.

Staffing

5 The basic establishment is composed of two groups: (1) *personnels enseignants*, or academics, and (2) ATOS – *administratif, technique, ouvrier de service* (administrative, technical, ancillary). Those persons making up the basic establishment are civil servants and their salaries are paid by the central government via the local *Académie* (see para. 9). While of course known, the cost of their salaries and wages is not normally included in budget or cost figures.

Universities have in recent years been recruiting other staff, known as *hors statut* (un-established) and paid for out of their annual budget or recurrent grant. Their numbers have recently caused the *Secrétariat d'Etat* considerable problems, and attempts are being made gradually to include these posts within the establishment, after which the intention is that no further *hors statut* should be recruited.

Finance

6 The level of financing has recently been causing great concern to the individual universities. While I was at Dijon, plans were being made to implement a decision of the University Council that the university should close for one day as a protest against inadequate funding. The day chosen was May 9. Further details of the situation at Dijon are given below (see para. 30).

Figures for Aix-Marseille 2 are typical: this year's budget in real terms is 5.7% less than in 1976 with 5% more students, is 6.5% less than in 1975 with 11% more students, and is 4% less than in 1974 with 16% more students.

7 The basis for calculating the annual recurrent grant has changed each year recently. Student numbers gave way first to different weightings according to academic disciplines, and then to teaching loads. The grant for maintenance is based on the area of the campus, with different rates per hectare for that part which has been built on and for that part which has not. Research funds come separately, and there is also a separate library grant.

Accounting methods

8 The universities, being part of the civil service, follow the prescribed civil service accounting procedures which are set out in great detail. At the end of each year the detailed accounts of the university are sent to the *Cour des Comptes* (no exact equivalent – Government audit department) where they can be subject to detailed scrutiny. During the year the *Inspecteur général* who is attached to the local *Académie* will often come and carry out an in-depth study of a particular aspect of a university's activity. It is felt that a national programme for such inspections is established each year.

Académie and Recteur

9 For educational purposes France is divided into *Académies*, each of which covers several departments and is headed by a *Recteur* appointed by the Minister of Education. Although the Secretary of State for Universities is separate from the Minister of Education, the *Académie* and *Recteur* still have important functions with respect to universities. The *Académie de Dijon* covers four departments: Côte-d'Or, Nièvre, Saône-et-Loire, Yonne.

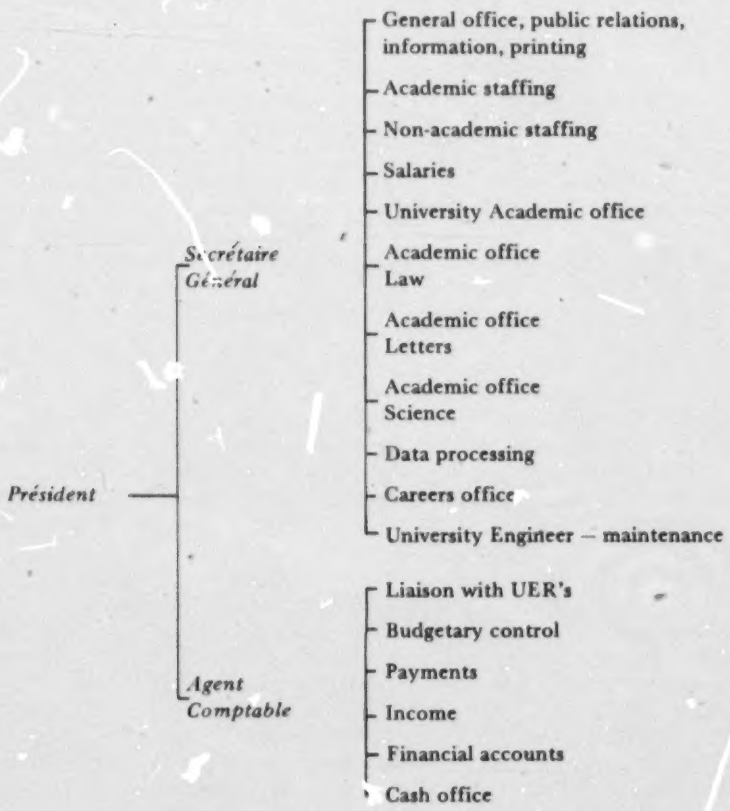
The University of Dijon

10 Founded as the University of Burgundy in 1722, the University of Dijon grew rapidly after the last war, having moved most of its activities out to a new site of 70 hectares (about 175 acres) on the outskirts of the city. It now numbers 13,000 students and, like all French universities, is organised into UER's – *Unités d'Enseignement et de Recherche* (Teaching and Research Units) of which there are currently 16.

11 The numbers of staff and students in 1977/78 are:

	Staff	*Students*
Law & International Relations	99	2,481
Science		
Mathematics, Computing, Physics, Chemistry	205	1,020
Life & Environmental Sciences		818
Nutrition		59
Earth Sciences		75
Letters		
Letters & Philosophy	144	833
Languages		1,223
Human Sciences		1,250
Economics		709
Social administration		337
Sport & Physical Education	24	412
Medicine	139	2,123
Pharmacy	27	589
Applied Biology	11	102
Dijon Institute of Technology	80	738
Le Creusot Institute of Technology	7	209
	733	12,988
Library	53	
Administration	142	
Technical	215	
Ancillary	127	
Medical	9	
Other	54	
	1,333	

12 The head of the University is the *Président*. He is appointed for five years, normally from within the University. He is assisted by a *Secrétaire-Général* and an *Agent Comptable* – these offices could be translated as Registrar and Bursar. The organisation is thus:



13 The *University Council* consists of 74 members (17 senior academics, 11 junior academics, 25 students, 3 research staff, 5 non-academic, 11 lay). Its main committees are: budget; teaching; personnel and social affairs; statutes; careers and training; sports and cultural affairs; international relations.

14 The *Scientific Council* consists of 24 teaching and research staff and 5 lay members. The *Standing Committee* consists of the directors of the 16 UER's and of the 9 Service Departments (Library, Centre for Burgundy Regional Studies, Centre for Winemaking Research, Extra Mural Centre, Institute for Research into the Teaching of Mathematics, Preventive Medicine in Higher Education, Sports Service, Burgundy Further Education Centre, Foreign Students Centre).

Staffing procedures – Academic staff

15 The main academic grades are *assistant; maître-assistant; maître de conférences; professeur.* When a vacancy arises, or is seen to be likely to arise, in the first three grades, the university notifies the *Secrétariat d'Etat aux Universites*, who then publish a comprehensive list of vacancies in the *Bulletin Officiel du ministère de l'education, du ministère des universités et du secrétariat d'état à la jeunesse et aux sports* (an official weekly publication). The list simply states that certain universities have a given number of vacancies of various grades in the stated disciplines.

16 Candidates send their applications to the university concerned, where the *Président* checks their general acceptability and that they have arrived by the prescribed date. The applications are passed to the appropriate Committee of specialists (who themselves are appointed according to the rules laid down by the Secretary of State in August 1977) which ranks the candidates in order. Details of the preferred candidate plus the applications of all the others are passed via the UER Council, the University Council, and the Rector to Paris, where they can be referred to the appropriate *Comité Consultatif.*

17 The *Comités Consultatifs* are organised into various groups and sections according to academic disciplines. Their members are elected by all the relevant academic staff of all universities. For candidates for vacancies within the three lower grades, the *Comité Consultatif* is likely to approve the recommended nomination, though it may comment if it wishes.

18 In the case of professorial chairs, candidates send their applications to Paris where they are passed directly to the appropriate *Comité Consultatif*, which draws up a short list in order of preference. The university with the vacancy is then told who the preferred candidate is, and is asked for comments. If the university has any objections, the preferred candidate cannot be imposed upon the university; apparently what may then happen is that the university will transfer the vacant chair to another discipline, when the whole procedure will start all over again.

19 In order to be considered for a post in a higher grade, an academic needs to be included in the *liste d'aptitude* (list of candidates) for that grade. This involves submitting a set of forms to the appropriate *Comité Consultatif,*

which decides who shall be so included. It also decides who may receive early promotion within the category *au choix*: this can amount to 30% of those eligible for promotion in any one year.

20 There is also the title of *professeur sans chaire* (similar to personal chair). A university can recommend for promotion to this title up to 40% of the *maîtres de conférence* in the major disciplines. The Minister decides how many new *professeurs sans chaire* can be appointed each year and allocates this number between the various academic sections. Appointments are made on the recommendation of the relevant *Comités Consultatifs* from the nominations submitted by individual universities, where the specialists' committees, the UER councils and the University Council will have produced their candidates. The post of a person appointed *professeur sans chaire* remains at the level of *maître de conferences*.

21 A similar procedure is followed for the small number of *Professeurs à titre personnel* (personal chairs) who are appointed each year.

22 The academic establishment at each university is in the form of a certain number of each grade of staff, distributed amongst the various disciplines. A university may switch posts from grade to grade and from discipline to discipline, as long as it maintains its overall establishment.

23 Normally, the Minister must advertise all vacant posts. He may, however, decide to delay the procedure or, exceptionally, if he feels a discipline is overstaffed and the university is reluctant to switch the post to another discipline, he may transfer the post from that university to another university.

Staffing procedures – Administrative staff

24 There are four (civil service) categories: A, whose function is *conception* (planning); B, *direction* (management); C & D *exécution* (executive). The grades at each category are A – C.A.S.U. *conseiller administratif de service universitaire;* A.A.U. *attaché d'administration universitaire;* A.I.U. *attaché intendant universitaire;* B – S.A.U. *secrétaire d'administration universitaire;* S.I.U. *secrétaire d'intendance universitaire;* C – A.A.P. *agent d'administration personnel; Commis; Sténo* A.T.B. *agent technique de bureau;* D – A.B. *agent de bureau; préposé téléphonique.*

25 Each grade consists of various levels. Each level within a grade is worth a certain number of points. There is regular updating of the monetary value of each point. The minimum and maximum length of time to be spent at each level is specified. The possibility of accelerated promotion within a grade exists; this depends largely on good marks at the annual evaluation, which applies to all civil servants.

26 Promotion between grades is largely determined by examination, but length of service can also count. If, for example, a vacancy exists at Category A, it will be advertised in the *Bulletin officiel*. Those people who already hold a post elsewhere at the same level within that category may apply for *mutation* (transfer). Also, those who have passed the competitive examination for promotion to that level may apply. Selection is made by the national *Commission Paritaire*, a committee with equal membership of representatives of staff and of the administration, and the university is told who the successful candidate is. There may well have been unofficial contact between the university and the Ministry in the mean time, however.

27 The post of *Secrétaire-Général* at the University of Caen was advertised in the *Bulletin officiel* of 6 April 1978. It became vacant on 1 September 1978 and was worth between 841 and 966 points. Applications were invited from *administrateurs civils* with four years' seniority in their *corps*, from *agents supérieurs de classe exceptionnelle ou fonctionnelle*, from *conseillers administratifs hors classe et de première classe*, as long as the latter had reached the fifth *échelon* (step) in their grade, had done four years in that grade or seven years in their *corps*. Applications were to be submitted with curriculum vitae *par la voie hiérarchique* (through the normal channels).

Technical and Ancillary Staff

28 Universities may select and appoint these grades of staff locally.

29 Copies of most of the documents relating to the staffing procedures described above are available from the author.

Budget

30 The total financial position of the University of Dijon in 1977/78 was roughly as follows:

	F	
operational budget	30,200,000	
capital	1,000,000	
salaries paid directly by the Ministry	90,000,000	
	121,000,000	or approx £14,400,000

The main items of income within the operational budget were:

Grant	15,631,000
Research contracts	1,491,500
State subsidised research	3,100,000
Library	980,000

The main items within the Grant were:

General running costs	7,400,000
Maintenance	4,650,000
Earmarked grants	500,000
Equipment grant	550,000

31 Further income is derived from a standard student fee for practical work (from which holders of scholarships are exempt) of 60F (£7.20), yielding 570,000F, for registration of 20F, yielding 190,000F, and certain other fees, yielding 315,000F.

32 The maintenance grant is based on a flat rate of 47F (£5.70) per square metre carrying buildings, and 0.4F per square metre of open space. This figure has remained unchanged for three years in spite of cost increases of around 30% during that period.

33 Within the university, each UER is given its own budget. Each Faculty, which groups together a varying number of UER's, has its own administrative office, one member of which provides the link with the central finance office. Accounts of income and expenditure are kept within the Faculties, the final official accounts being prepared centrally.

Students

34 The present number of students at Dijon is 13,000. It is important, however, to appreciate what this means in terms of student progress and achievement.

35 A study has been carried out at Dijon into the academic progress made by those who first registered in 1973. Based on this information, and on knowledge of what examinations have to be passed before subsequent stages can be started, it is possible to obtain some idea of the drop out rate at different stages of the full university course. The following figures, which must naturally be interpreted with care, relate to Law.

36 At the start of the academic year 1973/ , 447 students registered for the first year of the law course. It was found at the beginning of 1974/75 that of these 447, 205 registered for the second year, 85 registered to repeat the first year, and the remaining 157 did not re-register.

37 At the beginning of 1975/76 only 14 of the 157 who failed to re-register the previous year now did so – 4 for the second year of the Law course (they had therefore presumably passed their examinations at the end of the first year) and 10 for other subjects at Dijon. All that can be said of the other 143 is that they did not re-register at Dijon: they may have gone to another university, done their military service, or given up university life.

38 Of the 205 who went straight into year 2, having passed their year 1 examinations at the first attempt, 109 registered in 1975/76 for the *Licence* (i.e. they passed their year 2 examinations, obtained their DEUG and started on the two-year course for the Licence). There were 41 who re-registered to repeat the second year, and 20 who re-registered for other subjects at Dijon. The remaining 35 did not re-register.

39 Thus it can be said that of the original 447 first-year students, 205 both qualified and decided to go onto the second year (46%), and that 109 (24%) both obtained their DEUG and decided to go straight on to read their *Licence*.

40 It is likely, but not certain, that of the original 447, 236 (53%) did not subsequently continue with university studies. It is certain that 157 (35%) did not re-register at the beginning of the second year.

41 Further evidence of academic progress is provided by a study carried out on behalf of the Secretary of State for Universities by the Research Institute into the Economics of Education, based at Dijon. Of a group of 1254 first-year students over a wide range of disciplines, 438 (35%) passed the examinations enabling them to proceed to their second-year studies. These figures have been broken down by discipline, to show in percentage terms how many passed their examinations, how many took all their examinations but failed, how many took only a single examination and failed, and how many took no examinations at all.

	% of students taking no exam	% of students taking 1 exam and failing it	% of students taking all exams and failing them	% of students passing all exams
Economics	18.4	14.5	24.3	42.8
Medicine	9.3	0	68.6	22.1
Maths, Computing, Physics, Chemistry	17.6	7.4	46.1	28.9
Psychology	37.4	5.5	20.9	36.2
Philosophy	43.4	3.3	23.3	30.0
Management	0.7	24.8	2.8	71.7
Classics	6.7	0	26.7	66.6
Literature	29.3	1.0	21.2	48.5
All	17.4	7.3	37.5	37.8

42 The figures in the first column came as a surprise. They bore out a frequently heard reference to ghost students, those who register at the beginning of their first year but who take no examinations at all. They probably register solely in order to obtain the benefits of possessing a student card (for Germany, see para. 109).

43 The picture of academic progress which emerges from these figures is of a widely varying pass rate at the end of the first year, the highest reaching 71.7%, the lowest dropping to 22.1%, with an average of 37.8%.

Service d'information et d'orientation

44 The Information and Careers Office was formed in 1974 and covers a range of activities similar to the student counselling service at Münster (see para. 102). It provides information to those in the final year at school about access to the university, the various courses available and the nature of student life. For university students help is given to those who are thinking of changing their course of study or who, in particular, have failed their first examinations in medicine. Information on courses at other universities and on a wide range of careers is also held, but there is little direct introduction of students to potential employers. Advice is given, however, on how to go about looking for a job, and how to contact employers.

Centre Régional des Oeuvres Universitaires et Scolaires – CROUS (Regional residential and catering organisation)

45 A national organisation was set up in 1955, the main aim of which was to provide residential and catering facilities for students. There are 26 regional centres, of which Dijon is one. It has at its disposal 2629 study bedrooms and about 2400 places in three university restaurants. In addition, the Centre runs a reception, information and advisory service for new students, a service for putting students in touch with employers, mainly in connexion with vacation jobs (both of which have affinities with the University's own office described in the previous paragraph), a service for foreign students, a service for encouraging cultural activities and a medical service.

46 The Centre has a budget of 28 million francs (about £3.4M). Its management committee consists of representatives of the University, the students and other interests, and is chaired by the Rector of the *Académie*. The basic monthly charge for a study bedroom is 340F (£41). The cost of dinner to a student is 3.50F (42p), with the State paying an equal amount as subsidy. Of the total catering income, 49% is spent on food, 39% on labour and 12% on general expenses.

Collection and publication of information

47 Within the office of the Secretary of State for Universities there is an information and statistical office which collects a whole variety of data from the individual universities. A series of codes has been compiled covering all university degrees and qualifications, students, staff and costs. From these are published a range of university statistics showing, for 1975/76, a total student population of 823,391, a total of 41,880 teaching staff, and a budget of 9,583M francs (£1,155M).

Taxe d'apprentissage (tax for training)

48 As an alternative to (certain) taxes, firms can give a sum of money to the local *Académie*, where the Rector will distribute it via a committee to colleges and universities according to proposals submitted to him. The money can be spent on equipment or supplies. Alternatively, the firms can give equipment or supplies directly to a university department, for example, where it will naturally generate a certain amount of publicity.

University of Münster: 5-16 June 1978

Relationship with the State

49 West Germany being a federal country, there is a dual relationship between universities and government – at Federal level and at *Land* level. Nearly all matters where there are dealings between government and universities appear to be defined in laws. For example, at Federal level, there is the *Hochschulrahmengesetz* (University Framework Law) of January 1976, the law on the allocation of student places of October 1972 and the law on student grants of April 1976. In North Rhine Westphalia (the *Land* with Münster and six other universities, one technical university, one sports university, one "open" university and five comprehensive universities) there is a multiplicity of laws, brought together in a book of 509 pages, on universities, technical universities, comprehensive universities, the "open" university, the allocation of student places (amplifying the Federal law), the calculation of student capacity, and the *Studentenwerk* (see para. 112). Copies of these texts may be obtained from the author.

Academic matters

50 The content of the various courses of study which can be followed, and the eventual examinations are determined largely by the final career which a student has in view. For example, if he wishes to become a doctor he will take Federal examinations, if a lawyer or teacher, then he will take *Land* examinations, or a university teacher, then university examinations *(Diplom–Magister –Promotion)*.

51 If a student wishes to teach, he must decide which type of school he is aiming for. There are three patterns of study: if he wishes to teach in a primary school *(Grundschule)*, he must attend a college of education *(Pedagogische Hochschule)*; if a middle school *(Mittelschule)* he must do six semesters at university; if an upper school *(Oberstufe)*, then eight semesters at university.

52 The academic content of courses leading to Federal or State examinations has to be approved by the appropriate Ministries.

Pattern of courses

53 This whole area appears to be in a state of flux. There is, for the first time, provision in the Framework Law that the basic period of study leading to the first professional examination should normally not exceed three or four

years (Section 10.4). On this basis, the various *Fachbereiche* (departments) at Münster are gradually producing details of their courses. In economics and social science, for example, there is the *Grundstudium* (initial basic course) of four semesters, followed by the *Hauptstudium* (main course) of four further semesters. The process of agreeing the structure of courses appears to be proceeding very slowly, however (see reference to Senate, para. 75).

Staffing – Academic staff

54 The main grades of academic staff are:

H4 *Ordentliche Professor*
H3 *Wissenschaftliche Rat und Professor*
A2 *Akademische Oberrat*
H1 *Akademische Rat*, and *Wissenschaftliche Assistent.*

They are all *Beamte* (civil servants).

55 The necessary qualification for appointment as *Akademische Rat* is the *Promotion*, an examination mainly by thesis which can take a varying number of years after the first degree.

56 The necessary qualification for appointment to H3 or H4 is the *Habilitation*, an examination mainly by thesis for which several years' research is necessary.

57 *Hausberufung* (internal promotion) is not very common, particularly from H3 to H4. It is usually a question of moving to another university. The university makes its own selection of preferred candidates, but they need the Ministry's approval.

58 Any case for an increase in establishment would have to be made to the Ministry. Very few new posts are being approved at the present time.

Staffing – Non-academic staff

59 There are four main levels of non-academic staff in central administration:

Dezernent, for which academic qualifications are, with few exceptions, essential; they are the heads of the major divisions of the central administration;

Abteilungsleiter, either with academic qualifications or through promotion within the public service; they head up sections within a division;

Sachbearbeiter, of varying qualifications, doing middle level work;

Mitarbeiter who hold posts as general assistants of a clerical or secretarial nature.

The administrative grades range from the senior level of *Leitender Regierungsdirektor* through a series of titles each preceded by *Regierungs*, thus: *Regierungsrat, -amtstrat, -amtmann, -inspektor, -sekretär*, to *Regierungsassistent*.

60 There is a *Stellenplan* (establishment) for the administration, which has been approved by Parliament (the North Rhine Westphalia Parliament in Dusseldorf). An annual submission must be made to Parliament for any desired changes in the establishment.

61 If it is desired to upgrade a senior post or to promote a senior person, a case must be made out to the Ministry; similarly for confirmation after a probationary period.

62 Any personnel matters to do with the creation of new posts, appointments, promotions, confirmation after probation, dismissals, working hours and conditions etc., have to be submitted to and agreed with the *Personalrat* (Consultative Staff Committee). This has been introduced following the *Mitbestimmung* or Co-determination Act of 1974, whereby such matters must be agreed between staff representatives and management. In the case of failure to agree, the matter is forwarded to the Central *Land* committee in Dusseldorf. The committees referred to here are those which exist in the Ministry of Science and Research. The *Personalrat* at Münster consists of 13 people – 2 representatives of the *Beamten* (civil servants), 8 of the *Angestellte*, (a category similar to *Beamte*, but without their security of tenure and with different pension arrangements, etc.) and 3 of the *Arbeiter* (manual workers). Three of these people are concerned full time with these matters, and new posts have been authorised so that the work previously done by them can continue.

Westfälische Wilhelms-Universität Münster

63 The University was founded in 1780 and now has some 31,000 students in the following *Fachbereiche* (departments):

Protestant theology	634
Catholic theology	1,275
Law	4,798
Economics and social science	3,133
Preclinical & theoretical medicine	1,261
Clinical medicine	1,878
Philosophy	828
Psychology	811
Education, sociology & publicity	2,181
History	1,247
German	2,844
English	1,668
Romance & slavonic languages	1,241
Ancient & non-European languages	419
Mathematics	1,881
Physics	869
Chemistry	2,215
Biology	924
Earth sciences	998
	31,105

Finance

64 The University had a budget of some £58,000,000 in 1977. In addition, the Faculty of Medicine and the University hospital had a budget of about £53,000,000. Thus sum was voted by the *Land* parliament and is spread over specific heads of expenditure, virement between which is not possible. About 60% of the budget is spent on staff costs.

University government

65 The University operates within its constitution, adopted in 1970 with amendments in 1971 and 1974. The Federal Framework Law of 1976 requires new University Laws to be enacted by each *Land* within three years. North Rhine Westphalia produced a draft law in October 1977, and once this has been enacted, a new version of the University's constitution will have to be produced.

66 The University is governed by the *Konvent*, the Senate, and the Rectorate. The *Konvent* consists of 210 persons, of which 100 are professors, 50 non-professorial academic staff, 50 students and 10 non-academic staff. Its main functions are to review the constitution, elect a new Rector, receive

the Rector's annual report, and deal with matters referred to it by Senate or Rectorate.

67 The *Senate* consists of the Rector, who is Chairman but has no vote, 10 professors, one special professor, five non-professorial academic staff and five students. The single special professor, who can vote only when matters concerning teaching and research and professorial appointments are under discussion, was appointed following an appeal by professors to the High Court against the previous composition of Senate. The role of Senate is very similar to that of a British Senate, but in addition the Rectorate is responsible to it.

68 The *Rectorate* consists of the Rector, who is full-time and is appointed for four years, the four Pro-Rectors, who are part-time and are appointed for two years, and the *Kanzler* (Registrar). Each Pro-rector chairs one of the four major university committees:

Committee for research and academic staff development;
Committee for teaching and student affairs;
Committee for organisation, planning and building;
Committee for finance and personnel matters.

69 I was invited by the Rector to attend a meeting of the Rectorate and of Senate. At the meeting of the Rectorate, which started at 8.30 and ended at 1.00 p.m., the following were the main items on the agenda:

Verbal reports from the Rector, the four Pro-rectors, and the Registrar.
Allocation of funds for tutors.
The problem of the further employment of staff working for special research units, arising from recent legislation.
The University's public reaction to governmental proposals to merge universities and colleges of education.
Course of studies in Catholic theology.
Diplom in mineralogy.
Alleged procedural irregularities in a *Fachbereich*.
Student representation in a *Fachbereich*.
Course of studies in Chemistry.

70 This was the 300th meeting of the Rectorate; it meets weekly, except for holiday periods. It was also attended by the recently elected Rector-designate.

71 The Rector's report covered such matters as: organisation of an open day at the start of the winter semester; recent discussions with various Ministries; meeting of the West German Rectors Conference; appointment of new President of the German Research Association; matters arising from

Fachbereiche, mainly concerning examiners and State examinations; approach from a nearby town on the possibility of establishing a new further education centre.

72 The Registrar reported on a decision taken by the Minister on the permitted number of first year students in psychology. (This illustrated the situation whereby agreement has to be reached with the Minister on the precise number of places available in each *Fachbereich* each semester).

73 Throughout the meeting it was clear that a firm distinction was being maintained between what was the proper concern of the Rectorate and what should be decided by the *Fachbereiche* or the Senate. There was also a strong desire to exercise a positive but relaxing influence where there was disagreement in a *Fachbereich*.

74 This meeting of the Rectorate was followed in the afternoon by a 1¾ hour meeting of all the senior people in the nine divisions of the central administration, at which the Registrar reviewed the matters discussed and decisions taken that morning and their implication for the administration.

75 The meeting of Senate began at 4.00 p.m. and ended at 9.30; a year or two ago meetings went on until midnight or 1 or 2 a.m. The main topics discussed were the text of the university's statement on its attitude to proposals to merge with colleges of education which was to be presented the following week to a special committee of the North Rhine Westphalia Parliament, and the proposed course of studies leading to the *Diplom* in chemistry. Senate also voted on the election of new members to certain university committees.

76 (The question of voting for members of various university bodies and committees has become very significant in recent years. In 1977 over [illegible]500 votes were cast in seven main elections; the administrative arrangements associated with these elections are complex and time-consuming.)

Central administration

77 The *Kanzler* (Registrar) is head of the administration of the whole university, including medicine and the university hospital. The latter area has its own administrative structure, but time did not permit any consideration of its activities.

78 The central administration (i.e. excluding medicine) consists of nine divisions or *Dezernaten*: central administrative affairs; secretariat and student affairs; planning, statistics and data processing; personnel;

buildings and maintenance; finance and accounts; legal affairs; international affairs; central student counselling.

Central administrative affairs

79 This division is concerned with the general administration of the central administration itself, i.e. it handles personnel matters relating to staff employed in the central administration and in the administration of the *Fachbereiche*. It runs the *Registratur* (central filing service) and maintains the *Aktenplan* (index of files). It is responsible for cleaning (about 100 cleaners are employed, mainly for senior persons' rooms and laboratories, outside contractors being used elsewhere), safety, radiation protection and accidents. It runs the central transport pool. It looks after mail, central reprographics (Xerox 9200) and the photographic and offset service, which operates on a self-financing basis, i.e. its receipts must cover all except landlord's costs. There is excellent provision of photographic equipment (black & white), together with photocopying (1 x Rank Xerox 9200, 2 x IBM, 1 x Agfa Gevaert) and 5 offset machines; there is also a perforator and a 24 position collator/sorter.

80 The office is open for two hours a day for receipt of work, taking an average of 100 orders a day. A 24 hour turnround is offered on photocopying. The printing section handles mainly forms and theses; anything similar to the latter has to go outside for finishing. The printing section uses about a ton of paper a week.

Secretariat and student affairs

81 The division provides secretarial services to the Rectorate and Senate; deals with organisational problems arising from teaching and research, including details of courses and examinations and general academic matters; handles questions relating to the relevant laws concerning universities; and undertakes the registration of students and all associated activities.

Planning, statistics and data processing

82 Much of the work done here relates to the calculations of capacity in the various subjects, according to the criteria and formulae laid down in the appropriate law, which leads to decisions on whether restricted entry (*numerus clausus*) should apply or not. Information is provided to Federal and State authorities, and the university's administrative data processing is carried out, using the large central computer without any overriding priority arrangements.

83 Data is prepared concerning:

space – details are provided of area by room and building;

students – numbers of students by type of course (i.e. for which examination they are studying) by *Fachbereich*, by semester, and also by comparison with numbers in the previous semester, for up to 20 or more semesters; from the sheets completed by students for inclusion in their *Studienbuch* (transcript book), a report on how many students have expressed an intention to attend which courses and lectures;

examinations – details of examination timetables and candidates are prepared for certain departments;

staff – establishment records and personnel files; salaries and wages; lecture and seminar records (academic staff complete a form at the end of each semester with details of courses given, number of hours, estimated number of students present; from these data reports are prepared, one copy of which is passed to the Ministry, one to the Dean of the *Fachbereich* and one to the individual concerned);

maintenance – details of maintenance jobs, showing location, time taken, material consumed, cost; stores records, giving opening stock, consumption, reorder levels, reorder quantities, price etc.;

inventories – a full inventory of equipment throughout the University is in course of preparation. This is based on a coding system developed by HIS *(Hochschul Information System)* – see para. 118;

accounts – the taking over of work at present being done on the Accounts department's small computer is currently nearing completion;

telephone – private use of the telephone is recorded at the switchboard, and accounts are produced and sent out;

voting – votes cast in the elections for the multiplicity of committees are processed by computer.

Personnel

84 This division is divided into three sections: academic, non-academic and staff paid by third parties e.g. research contract staff. It handles the normal range of personnel work. Matters relating to the *Personalrat* (para. 62), however, are handled by the Central division.

Buildings and maintenance

85 This division handles all matters to do with buildings, maintenance and the estate. As the Federal Government bears 50% of the cost of any approved new building and the remaining 50% is borne by the *Land*, the following procedure is adopted.

86 The need for a new building becomes apparent when the space available per student exceeds certain norms. These are basically 4.5 square metres per student in arts, and 15-18 square metres per main subject student in science.

87 Discussion will begin between the University and the *Land* Ministry of Science and Research. If approved at this stage, the project is submitted to the *Land* finance ministry.

88 If the *Land* authorities approve the plan, it goes forward to the Federal Government. If approved here, it is included in the rolling quinquennial plan; if not, it is abandoned.

89 If approved centrally, the project is then handed over to the University Works department of the appropriate region of the *Land* – in the case of North Rhine Westphalia and the University of Münster, to the *Staatshochbauamt für die Universität Münster* (the Münster office). Here, detailed plans are drawn up in collaboration with the University, and the project is put out to tender. On completion the building is handed over to the University, but remains the property of the *Land*.

90 The University has its own maintenance department of about 100 people; there is a similar, but separate organisation for medicine and the hospital. These people work on routine maintenance and urgent repairs. Minor works are referred to the regional works department who bring in contractors, the University paying from its budget.

91 This University maintenance budget is based on 5.5% of the building costs but it may be actually less than this. In 1977 it was about 2 million DM (£525,000), while the minor works budget was about 1.3 million DM (£345,000), of which 500,000DM (£130,000) was in the event blocked by the Minister.

92 It is difficult to obtain approval to take on more staff although some are allowed when new buildings are commissioned. There is considerable pressure, however, to make the very most of existing resources.

93 Cleaning is now done by outside contractor, which has been found to be cheaper (but see para. 79).

94 If any specialist equipment goes wrong in buildings and cannot be serviced by the University's own staff, the *Land* Works department is informed. They then bring in an appropriate firm at the University's cost.

Finance and accounts

95 Within the normal range of accounting procedures one activity was looked at in some detail, namely purchasing. The central purchasing office is a relatively new development which came about following the desire of the Ministry that individual universities should co-ordinate their purchasing activity. This office is now the recognised channel for placing orders worth more than 800 DM (about £200).

96 Departments are required to tell the central purchasing office which person is authorised to submit requisitions on their behalf. The central office will make enquiries and undertake negotiations to obtain the best terms. Enquiries may well be sent out regularly to various suppliers who are in competition with each other to see what their current prices are – thus, an annual contract for office equipment, for example, is not entered into. Four firms may be invited to quote against a given order, their tenders will be opened together and the order placed with the firm offering the best price.

97 The university has its own purchasing conditions, which it attempts to enforce wherever possible. No order may be placed unless the department concerned has sufficient funds to cover the invoice.

98 All orders are subsequently checked by the *Land Rechnungsamt* (Accounting office) who may query the prices paid. There is also, but for all aspects of the University's finance, a thorough inspection every other year carried out by the *Land Rechnungshof* (like the Exchequer and Audit Department).

99 The universities in North Rhine Westphalia have recently begun to co-ordinate their purchasing activity. Two groups are meeting, one for North Rhine and one for Westphalia, and have started to exchange information about their purchasing practices.

Legal affairs

100 As entry to German universities is to a very large extent governed by the procedures of the Central Admissions Office (see para. 105) which works on capacity data supplied by the individual universities, many aggrieved applicants who are refused a place take out a law suit against the university where they had hoped to study. Last year the University of Münster had over 2,000 such law suits, which provided the bulk of the work of this Division.

International affairs

101 With a high percentage of foreign students attending German universities this Division is kept busy sorting out their personal and academic problems and in providing opportunities for them to meet. It also handles the teaching of German as a foreign language.

Central student counselling

102 This Division is responsible for the first experiment in Western Germany into the provision of counselling facilities aimed at school leavers and students. The area covered is that around Münster, the higher education institutions including the university, the college of education and the technical college. Information is provided about admission to university courses, adapting to university life, and alternative courses, in which connexion psychological counselling is offered to those who would appear to be in difficulties with examinations or who for other reasons are thinking of changing courses or of giving up altogether. (Information on course structures and course requirements is also provided within the *Fachbereiche.)* Careers advice is centred on employment offices. This is a particularly interesting development and detailed information has been obtained about its operation.

103 It was interesting to note that the secretariat and student affairs, personnel, buildings, finance and legal divisions of the central administration were all headed by people who had studied law, as had the Registrar.

Press and Public Relations

104 The press office, staffed by two former journalists, handles the public relations work of the university, in terms of informing both the university (some 40,000 people) and the community at large of what the university is doing. A newspaper of some 40 or 44 pages is published twice a semester, recording the normal range of events – academic and administrative affairs, student activities, personalia etc. In between issues, press releases give details of current events and lead to articles being published in the local and national press. In this way an interview with myself appeared in the local newspaper.

University entrance

105 Access to German universities and other institutes of higher education may or may not involve going through the *Zentralstelle für die Vergabe von Studienplätzen*, or ZVS (central admissions office).

106 The ZVS has two procedures:

i) *special*, for such subjects as engineering, business studies, chemistry, chemical engineering, electrical engineering, economics, educational

studies, law. In these categories, all applicants (in possession of the appropriate qualifications) are guaranteed a place, but not necessarily at their preferred university;

ii) *general*, for such subjects as agriculture, architecture, biology, nutritional science, medicine, pharmacy, psychology, veterinary science, dentistry, surveying.

107 With this second procedure, which applies to the heavily over-subscribed subjects where *numerus clausus* (restricted entry) exists, applications are judged essentially according to the level of results achieved in the *Abitur*, or school leaving exam. It may be that applicants have to wait for a considerable time (several years) before obtaining entry, without being able to study any other subject in the meantime.

108 For other subjects not mentioned above, such as, for example, classics and theology, application is made direct to the university of one's choice.

What happens to students

109 On the question of how many of the 31,000 registered students are actually present there was no precise information, but an article appearing in the press in the middle of June suggested that about 10% of all students were not genuine students. They simply registered in order to take advantage of cheap restaurants, cheap residence in hall and student health insurance (for France, see para. 42). Many preferred being a non-studying student to being unemployed. The number of unemployed graduates had gone up from 10,000 in 1971 to 40,000 in 1977. Whereas 95% of those leaving school with their *Abitur* in 1975 wished to continue with their studies, this has now dropped to about 73%, but the number of university students is expected to grow to over a million by the mid 80's. The number registered in the Winter Semester of 1976/77 was 877,000 (of which 132,000 were new students). A year later the total was 914,000 (130,000). Of this total about 20% already have a first degree. The average study time is about 6½ years, and one student in three is over 26.

110 These figures are of considerable interest, but there did not seem to be available at Münster detailed figures showing exactly how many students had passed the various examinations.

Cars

111 The size of the university has a great effect on the question of traffic and cars. It has been calculated that of the total university population of about 40,000 (31,000 students plus 9,000 staff and employees of all kinds), one half has a car, and the problems of handling 20,000 cars can be imagined. The first university multi-storey car park for 300 cars is nearing completion.

Studentenwerk (Student housing and catering)

112 This public body *(Anstalt des öffentlichen Rechts)* is the means whereby the *Land* provides residential and catering facilities to the students at all institutes of higher education in the *Land*. There are 13 such *Studentenwerke* in North Rhine Westphalia, with a total annual budget of about 50M DM (around £13M).

113 The *Studentenwerk* at Münster has an annual budget of 8M DM (around £2M), 90% of which comes directly from the *Land*, the remaining 10% being raised from contributions of 10 DM (£2.60) per semester from each of the 40,000 students at higher education institutions in Munster. Some 350 staff are employed.

114 On the residential side, about 5,000 rooms are available in halls of varying size and age. A typical monthly rental for a single room is 130 DM (£34); such a room, built about four years ago, is of about 17.5 square metres including its own WC, shower and hand basin, all supplied as a single, specially designed plastic unit. This rent is fixed so as to cover interest at 0.5% and repayments at 1% of 20% of the building costs (the remaining 80% are met by the *Land)* and direct labour costs; all other costs are borne out of the annual budget. There is a waiting list of about 1½–2 years. Students can normally stay in a hall for six semesters.

115 The main *Mensa* (restaurant) seats about 1,300; it serves 7,000 meals every lunch hour during full term between 11.30 and 2.00. A new restaurant seating 1,000 will come into operation on the science site in the autumn of 1979. Meals cost between .90 DM (24p) and 2.60 DM (75p); the prices have to cover raw food cost only. There are also other restaurants and refreshment rooms elsewhere in the University and at the other higher education institutions in Münster.

116 The University's own dining room is let out to an outside contractor and is run completely independently from the *Studentenwerk*.

117 The *Studentenwerk* also has a day nursery and an insurance office, which has dealings with about half the 40,000 students.

Hochschul-Informations-System, Hannover

118 Towards the end of my visit I learned of the Hochschul-Informations-System (University Information System), an independent research body founded by the Volkswagen Foundation which carries out studies of general applicability to all German universities. Whether or not any procedures developed by HIS are adopted is entirely a matter for each university to decide for itself.

119 The example of a procedure devised by HIS which caught my eye was a computerised inventory system, which I have already drawn to the attention of the North Eastern Universities Purchasing Group. I do not yet have an up to date list of their publications, but they appear to have done interesting work on cost accounting, management information systems, cost-benefit analysis and personnel administration. I am trying to obtain further information about their current activities, which would appear to have certain affinities with the work of this O & M Unit.

Conclusions

120 The outcome of my visits related to their three main aims is summarised in the following paragraphs.

121 The university systems in France and Germany are more highly centralised than in this country, and the relationship between the State and universities is spelled out in great detail in law, in both parliamentary Acts and ministerial decrees. Ministers become involved in matters of considerable academic and personal detail. But perhaps because everything *is* spelled out in detail and quite openly, whereas in the U.K. a great deal of similar work is carried out within the University Grants Committee in an atmosphere of confidentiality, the contrast between the systems may not be quite so great as first appears. What is clear, however, is that the individual U.K. university enjoys a great deal of freedom in organising its own affairs, both academic and administrative, even though the framework within which it can act is determined by the financial resources made available to it by the State.

122 There are great similarities between the pattern of university administration in the three countries, though the detailed procedures naturally vary considerably, being largely determined by the underlying differences referred to in the previous paragraph. Other variations can also be attributed to size, the largest university served by this Unit being Leeds with 10,000 students, whereas Dijon has 13,000 and Münster 31,000. Features of particular interest are described in the following paragraphs.

123 In both France and Germany keen interest has been taken in recent years in the area of student counselling, as described in paras. 44 and 102, with particular emphasis on those in the final year at school and first year students at university. It is known that some U.K. universities have been paying increasing attention to those still at school, but it probably remains true that the bulk of their effort is directed towards students nearing the end of their course and is primarily of a vocational nature. The whole area of helping students to settle in successfully during their first year might well repay further study.

124 There are many attractions in having residences and catering provided by a separate, but related organisation (*Crous* in France, para. 45, and the *Studentenwerk* in Germany, para. 112). The amount of time which senior administrators have to devote to these matters in U.K. universities must inevitably divert their attention away from the basic academic function of a university. Moreover, catering and residence are very sensitive areas in the relationship between students and the university administration, and to have these problems removed from one's shoulders would be a great attraction to most U.K. university administrators.

125 Largely because the whole system is highly centralised in Government departments, the information on which decisions are taken has been rigorously specified and codified. This is seen in the variety of returns to be made, nearly always computerised and thus with coding systems which apply nationally. In the U.K. returns are made to the UGC in prescribed forms, but the only area where a national coding system has been developed so far relates to the operations of UCCA (Universities' Central Council on Admissions) in connexion with admission to universities and staff and student statistics. U.K. universities are understandably suspicious of centralisation and an imposed uniformity of procedures, but there are undoubted advantages in collecting all kinds of information on a strictly comparable basis. Whether this can only be achieved through the introduction, for example, of a detailed national accounting system (as in France, the system being that in force throughout the whole of the civil service) which would have to be meticulously observed is a matter for investigation and discussion. What is undoubtedly happening is that as universities have computerised their administrative procedures, some have been quite prepared to adopt systems already developed elsewhere while others have insisted on producing their own, with the result that there has been multiplicity of effort and lack of comparability of output. As many university administrations gradually work their way towards the development of management information systems, it would be a great shame if their results (in appropriate areas, of course) were not strictly comparable, since this Unit for one has found great value in being able to compare activities at its ten universities and then making use of those comparisons to help the member universities improve those activities. This would appear to be an area where there could be fruitful interchange of opinion between universities.

126 The idea of the French *taxe d'apprentissage* (para. 48) is clearly attractive. If something similar were to be introduced in the U.K. it would be advantageous to universities and could help form a further link between a university and its local or regional community.

127 In the light of the proposals for the encouragement of industrial democracy recently put forward in the Government's White Paper, experience with *commissions paritaires* in France (para. 26) and the *Personalrat* in Germany (para. 62) is of great interest, and further study of their operation and of their implications for university administrators should be encouraged in the light of impending developments in the U.K.

128 As for the effect of financial stringency in the university systems in the two countries, reference has been made in the report to some of the measures being taken and to some of the protests being made, particularly in France. Restrictions are showing themselves mainly in terms of staffing, where it is extremely difficult to obtain authorisation for new administrative posts and where, as a result, the existing staff have had to assume a greater load as the pressures and complexities of administration inescapably increase.

129 There was no evidence that either country had any group similar to this O & M Unit for studying problems of university administration, although the Secretary of State for Universities in France had apparently referred to the possibility of carrying out certain studies of a similar nature. Much interest was aroused in our operations, in our being funded by ten universities on a purely voluntary basis, and in the results that had been achieved.

130 On a different level, the work being done by HIS in Germany (para. 118) would seem worthy of closer study and it is to be hoped that contact can be established with this group in the near future.

Background information

131 Although I had been reading relevant articles in the Times Higher Education Supplement and other journals, I found that my understanding of the higher education systems in France and Germany was fragmentary. During my visits I did not, unfortunately, discover any good published accounts of the administrative aspects of French and German universities. The best description to come to hand is "The foreign student in the Federal Republic of Germany", published by the *Deutscher Akademischer Austauschdienst* in 1976. There is a very brief account in "Education in France", published by the Press and Information Service of the French Embassy (A/113/4/76).

132 It would be most helpful if each member country of the E.E.C. were to be encouraged to produce an account of their higher education system from the administrative point of view – it is not too difficult to find out about the academic activities of universities.

Language and vocabulary

133 To my surprise (particularly in Germany) no one wished to speak English to me. For the greater part of the time, I had no major problems but inevitably there is always the question of specialised vocabulary, especially such famous false friends as *diplôme/Diplom*, *habilitation/Habilitation* (completely different meanings in our three countries), *Promotion* and even a word like *scolarité*, for which we have no single equivalent, and then *Angestellte*, where we do not have such a category of employee.

134 It would be most helpful if specialised vocabularies were compiled in the languages of the E.E.C. – indeed, such an initiative is essential if there is to be any significant development of contacts between universities in the member countries.

Reciprocal visits from France and Germany

135 I was most encouraged to learn from the *Secrétaire Général* at Dijon that he had just visited the U.K. with other French Registrars under the auspices of the British Council. Their visit had taken them to London and Aberystwyth and had been most successful. I did not meet any administrator at Münster who had visited a British university.

136 It is to be hoped that contacts established this year can be developed through reciprocal visits and that advantage can be taken of the goodwill created by the present visits.

Exchange of information between holders of E.E.C. awards

137 At present I know of only one other person in the U.K. who has made a similar visit to mine (the Senior Tutor at Keele). It would be most valuable to have the chance of meeting those who have shared this opportunity of widening their experience in this way. A first step would be to exchange reports, but an eventual meeting is clearly to be preferred.

138 I should like to thank the Directorate-General for Research, Science and Education of the Commission of the European Communities for having offered me this opportunity of making contact with the administration of a French and a German university, and also the Chairman and members of the Management Committee of the Unit who supported my application for grant.

King's Manor
York

July 1978